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Date Printed:

13-Jun-2003 DOC_NBR: 1994KAMPAL04902

CHANNEL: n/a

HANDLING: n/a

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FM AMEMBASSY KAMPALA
TO SECSTATE WASHDC IMMEDIATE 0708
INFO AMEMBASSY LONDON PRIORITY
JOINT STAFF WASHDC PRIORITY
AMEMBASSY DAR ES SALAAM PRIORITY
AMEMBASSY NAIROBI PRIORITY
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USMISSION USUN NEW YORK PRIORITY

UNCLAS SECTION 01 OF 05 KAMPALA 004902

STATE FOR AID, BHR/OFDA, BHR/FFP, AFR/EA
NAIROBI ALSO FOR REDSO/DART/RWANDA
GENEVA FOR RMA
LONDON FOR MCKINLEY

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E.O. 12356: N/A
TAGS: PREF, EAID, PREL, KA, RW, BU, XA,,
SUBJECT: RWANDA - USG DELEGATION HUMANITARIAN WRAP-UP

SUMMARY

1. DURING TOUR OF THE REGION JUNE 16-22, U.S.

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AMBASSADOR TO RWANDA DAVID RAWSON AND HIS DELEGATION MET WITH HUMANITARIAN ACTORS IN BURUNDI (BUJUMBURA) AND UGANDA (KAMPALA AND KABALE), TO DISCUSS CURRENT ACTIVITIES AND FUTURE NEEDS OF REFUGEE AND DISPLACED PERSON POPULATIONS. IN BURUNDI FOCUS OF DISCUSSIONS WAS ON THE POSSIBILITY OF A LARGE INFUX OF REFUGEES FROM SOUTHERN RWANDA WHILE IN UGANDA GREAT CONCERN WAS EXPRESSED BY THE RELIEF COMMUNITY OVER RPF'S CONTINUED EXERCISE OF CONTROL OVER CIVILIAN POPULATIONS. THE DELEGATION ALSO MET WITH REPRESENTATIVES OF THE RPF, GOR, GOB, GOU, AND SENIOR UN OFFICIALS IN BOTH COUNTRIES (SEPTELS).

BURUNDI: REFUGEES - WILL THEY COME

2. AMBASSADOR DAVID RAWSON, MR. SCOTT FISHER (AF/RA), COL MIKE BERAUD (DOD/OSD) AND MS. KATE FARNSWORTH (DART/RWANDA) IN TOUR OF THE CENTRAL AFRICA REGION TO PROMOTE PEACE (SEPTELS) AND TO
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SUPPORT CONTINUED HUMANITARIAN ASSISTANCE, MET WITH UN, NGOS, AND ICRC REPRESENTATIVES IN BURUNDI.

3. THE DELEGATION WAS BRIEFED IN SEPARATE MEETINGS WITH UN HEADS OF AGENCY (UNDP, UNICEF, WHO, UNHCR, WFP) AND WITH NGOS CONCERNING BOTH THE POTENTIAL FOR A MAJOR REFUGEE INFUX FROM SOUTHERN RWANDA AND PREPARATIONS UNDERWAY TO RESPOND.

A. THE UNHCR REPRESENTATIVE EXPRESSED HIS AGENCY'S CONCERN THAT AN INFUX OF MORE THAN 50,000 (OTHERS CLAIMED AN INFUX OF MORE THAN 20,000 WOULD DESTABILIZE THE GOB) WOULD OVERWHELM CURRENT GOB AND NGO CAPACITIES AND PRESENT A SIGNIFICANT THREAT TO BURUNDI'S STABILITY. IN PREPARATION FOR THE POSSIBILITY, UNCHR, WITH THE NGOS AND GOB IS UNDERTAKING SURVEYS TO IDENTIFY SITES FOR ADDITIONAL REFUGEE CAMPS AND IS CANVASSING THE NGOS ALREADY ENGAGED IN THE REFUGEE AND AFFECTED POPULATIONS EMERGENCIES IN BURUNDI TO SEE WHO AMONG THEM WOULD BE ABLE TO RESPOND TO A NEW INFUX.

B. UNHCR NOTED AT A COORDINATION MEETING WITH NGOS

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THAT ITS SUPPLIES OF PLASTIC SHEETING AND OTHER NON-FOOD ITEMS ARE EXTREMELY LOW AND THAT EMERGENCY SOURCING OF SUPPLIES WAS TAKING PLACE IN GENEVA. IN THE SAME VEIN, NGOS AND UNHCR NOTED THAT THERE WILL BE AN URGENT NEED FOR DONORS TO PROVIDE AIRLIFT SUPPORT FOR THESE SUPPLIES SHOULD THE INFLUX OCCUR. THE USG DELEGATION SAID THAT THE US WOULD CONTINUE TO BE RESPONSIVE TO SUCH REQUIREMENTS.

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4. WHILE PREPARATIONS FOR ADDITIONAL REFUGEES ARE MADE IN BURUNDI UNDER THE GUIDANCE OF UNHCR, THE RELIEF COMMUNITY IS UNANIMOUS IN ITS VIEW THAT THE RELIEF STRATEGY SHOULD FOCUS ON KEEPING RWANDANS IN RWANDA. TO THIS END, UNHCR/BURUNDI PLANS TO INVOKE A CROSS-MANDATE APPROACH WHICH WILL ALLOW IT TO INTERVENE INSIDE RWANDA AND REINFORCE THE WORK ALREADY BEING DONE ON A LIMITED BASIS BY WFP, CRS, AND THE ICRC.

RGF AREAS: WHERE ARE THE PEOPLE

5. ACCESSING RGF AREAS CONTINUES TO BE DIFFICULT. CHECKPOINTS ARE MANNED BY MACHETE WAVING MILITIA, AND RELIEF WORKERS NOTED WITH CONCERN THAT MANY ARE NOW ARMED WITH NEW MORE SOPHISTICATED WEAPONS AND AMMUNITION. THE WORLD FOOD PROGRAM, ICRC AND CATHOLIC RELIEF SERVICES ARE THE PRINCIPAL FOOD PROVIDERS IN RGF TERRITORY AND

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TO SECSTATE WASHDC IMMEDIATE 0709
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ALL ADMIT THAT THEY
ARE REACHING ONLY A FRACTION OF THOSE IN NEED.

6. THE WHEREABOUTS OF THE POPULATION BELIEVED TO BE
IN SOUTHWEST AND WESTERN RWANDA HAS YET TO BE
DETERMINED DESPITE ASSESSMENTS BY WFP, CRS, AND THE
ICRC. THE AGENCIES ADMIT THAT ASSESSMENTS TO DATE
HAVE BEEN LIMITED TO THE MAIN ROADS BETWEEN
BUTARE-GIKONGORO, FROM CYANGUGU TO KIBUYE, AND FROM
GOMA TO GISENYI. ADDITIONAL SURVEYS WERE BEING
PLANNED BY THE ICRC AND WFP WITH A FOCUS ON SMALLER
ROADS IN THESE AREAS. AT TIME OF DELEGATION'S
DEPARTURE FROM BURUNDI THE RESULTS OF THOSE SURVEYSERE NOT YET KNOWN.

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COORDINATION STILL A PROBLEM

7. THE DELEGATION SPOKE WITH UN HEADS OF AGENCIES AT
A MEETING HOSTED BY USAID/BURUNDI. BRIEFED IN
ADVANCE ON PROBLEMS OF COORDINATION THAT HAD ARISEN
IN BURUNDI, THE DELEGATION RAISED TO THE UN GROUP AN
EXAMPLE OF LACK OF COORDINATION IN THE DIFFERING
PRICES PAID FOR AIRPORT SERVICES NOT ONLY BETWEEN THE
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UN AND ICRC, BUT BETWEEN UN AGENCIES THEMSELVES.
AFTER SOME AWKWARD MOMENTS OF SILENCE, THE AGENCIES
ASSURED THE DELEGATION THAT A LETTER WOULD SOON BE
SIGNED OUTLINING A JOINT POSITION BY THE THREE MAJOR
AGENCIES CONCERNED, UN/WFP, UNHCR, AND THE ICRC.
(NOTE. A COPY OF THE SIGNED LETTER WAS PASSED TO THE
DELEGATION AT AIRPORT DEPARTURE. END NOTE.) DESPITE
THIS, THE DELEGATION IS CONCERNED BY WHAT APPEARS
TO BE A LACK OF STRONG LEADERSHIP AND NECESSARY
COORDINATION IN THE FULL RANGE OF RELIEF ISSUES IN
BURUNDI. AN EXCEPTION TO THIS COMMENT IS THE UNHCR
WHICH APPEARS TO HAVE EXCELLENT WORKING RELATIONSHIPS
WITH ITS NGO IMPLEMENTING PARTNERS.

8. THE DELEGATION NOTES THAT ACTIVITIES IN SOUTHERN
RWANDA HAVE SIGNIFICANT IMPLICATIONS FOR REFUGEE
OPERATIONS IN BURUNDI AND YET SEPARATE MEETINGS FOR
EACH PROGRAM ARE HELD BY UNDP AND UNHCR
RESPECTIVELY. IT SEEMS TO US THAT THESE COORDINATION
EFFORTS SHOULD BE INTEGRATED TO BETTER PLAN AND
PREPARE FOR ANY REFUGEE INFLOWS, AND TO UNDERTAKE
PREVENTATIVE ACTIONS WHERE POSSIBLE.

WHAT IS THE RPF UP TO

9. A BRIEF TRIP TO KABALE, UGANDA OFFERED THE
DELEGATION AN OPPORTUNITY TO SEE BOTH THE SIZE AND
SCOPE OF RELIEF INTERVENTIONS IN RPF AREAS OF
RWANDA. (KABALE IS THE STAGING POINT FOR ALL NGOS
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WORKING IN RPF TERRITORY). THE GROUP MET WITH A
NUMBER OF RELIEF AGENCIES (SCF/UK, CARE,
INTERNATIONAL MEDICAL CORPS, WFP, FAO, AND THE ICRC)
AND ATTENDED THE WEEKLY UN/NGO COORDINATION MEETING
AT UNAMUR HEADQUARTERS. THE DELEGATION WAS IMPRESSED
BY THE COORDINATION MECHANISMS THAT HAVE BEEN PUT IN
PLACE UNDER THE AEGIS OF UN/REO: WEEKLY UN/NGO
GENERAL MEETINGS, SECTORAL MEETINGS, ETC. MOREOVER,
THE MONTHLY NGO-RPF MEETING PROVIDES A FORUM FOR MORE
SPECIFIC BILATERAL ISSUES TO BE RAISED.

10. RELIEF AGENCIES STILL ARE PUZZLED ABOUT RPF
INTENTIONS IN THE AREAS THEY CONTROL. WHILE THIS MAY
BE DUE TO SIMPLE MISUNDERSTANDINGS BETWEEN AN
ORGANIZATION (RPF) THAT IS NEW TO WORKING WITH RELIEF
AGENCIES, THERE ARE THOSE WHO BELIEVE THAT MORE
SINISTER FORCES ARE AT WORK. SOME NGOS SPOKE TO THE
DELEGATION ABOUT FEARS THAT RPF INTENDS A
VILLAGIZATION CAMPAIGN SUCH AS OCCURRED IN ETHIOPIA.
THOSE WHO KNOW RWANDAN SOCIETY AVOW THAT SUCH A
MEASURE WOULD TRULY DESTROY THE FABRIC OF SOCIETY AND
ALREADY TENOUS SYSTEM OF LAND TENURE. THESE NGOS
EXPRESSED CONCERN THAT THEY COULD UNWITTINGLY BE A

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FM AMEMBASSY KAMPALA
TO SECSTATE WASHDC IMMEDIATE 0710
INFO AMEMBASSY LONDON PRIORITY
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PARTNER TO SUCH A STRATEGY THROUGH SUPPORTING
DISPLACED POPULATIONS IN CAMPS.

WHAT TO DO ABOUT KIDS

11. NUMEROUS NGOS, AS WELL AS UNICEF AND ICRC, ARE
INTERESTED IN WORKING WITH UNACCOMPANIED CHILDREN.
SAVE THE CHILDREN FUND/UK, IN PARTICULAR, IS HOPING
TO PLAY A LEADING ROLE IN PROJECTS AIMED TO TRACE AND
REUNITE CHILDREN WITH FAMILIES AND RELATIVES AT THE
SAME TIME PROVIDING A LONGER TERM SOLUTION FOR THEIR
RE-INTEGRATION INTO A FRACTURED SOCIETY. THEY AND
OTHERS WHO SPO
KE WITH THE DELEGATION EXPRESSED THE
OPINION THAT THE RPF IS NOT INTERESTED IN, AND IS
EVEN SUSPICIOUS OF PROJECTS THAT WOULD RECORD NAMES
AND HISTORIES OF CHILDREN. CERTAIN AGENCIES FELT
THAT THE RPF IS BLOCKING THIS WORK FOR POLITICAL
REASONS OF THEIR OWN.

FOOD DEPENDENCY

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12. THE RELIEF COMMUNITY IS DEEPLY CONCERNED OVER THE RPF POLICY OF KEEPING THE POPULATION IN CAMPS FOR "SECURITY REASONS." WHILE RECOGNIZING THAT THERE ARE REAL RISKS FOR SOME OF THE POPULATION, THE AGENCIES NOTE THAT IT IS TIME FOR HARVESTING AND THE HARVEST THIS YEAR IS GOOD. SHOULD THE CROPS BE LEFT UNHARVESTED NOT ONLY WILL FOOD DEPENDENCY CONTINUE FOR MONTHS TO COME, BUT SEEDS THAT ARE SPECIALLY ADAPTED TO THE MICRO-CLIMATES OF RWANDA WILL BE LOST. FINALLY, SHOULD THE DISPLACED REMAIN IN CAMPS THROUGH AUGUST/SEPTEMBER 1994, THE BEAN PLANTING SEASON WILL BE LOST AND FOOD DEPENDENCY EXTENDED EVEN FURTHER.

DIVIDE AND RULE

13. RPF HANDLING OF THE NGO COMMUNITY CONTINUES TO BE A PROBLEM FROM OUR PERSPECTIVE. IN A CONVERSATION WITH INTERNATIONAL MEDICAL CORPS, THE DELEGATION WAS TOLD THAT THE RPF HAS THREATENED TO "TAKE AWAY" THEIR SITE IN FAVOR OF ANOTHER NGO SHOULD IMC'S EQUIPMENT AND PERSONNEL NOT DEPLOY SOON. THIS IS BUT ONE EXAMPLE OF THE COMPETITION THAT IS ENGENDERED BETWEEN NGOS BY THE RPF, WHETHER INTENTIONALLY OR NOT.

14. NGOS REMAIN FRUSTRATED BY THE RPF REQUIREMENT THAT THEY BE ACCOMPANIED EVERYWHERE BY "GUIDES." WHILE RPF ARGUES THIS IS FOR THEIR OWN SAFETY, NGOS POINT OUT THAT THERE ARE NOT ENOUGH GUIDES FOR ALL

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THE NGO STAFF AND VEHICLES THAT WANT TO WORK IN RWANDA EVERY DAY. AS A RESULT, NGOS ARE UNABLE TO MEET PROGRAM IMPLEMENTATION SCHEDULES, AND END UP WASTING BOTH HUMAN AND MATERIAL RESOURCES.

SECURITY DETERIORATES FOR THE DISPLACED

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15. SECURITY CONDITIONS IN RPF AREAS APPEAR TO BE DETERIORATING, ACCORDING TO SOME NGOS. &N BOTH PRIVATE CONVERSATIONS WITH THE DELEGATION AND AT THE GENERAL UN/NGO COORDINATINO MEETING, THE AGENCIES REPORTED SPECIFIC INCIDENTS OF INTERAHAMWE/RGF ATTACKS ON DISPLACED POPULATIONS AND RPF OUTPOSTS IN RPF CONTROLLED ZONES. THE GENERAL OPINION IS THAT THE RPF IS OVEREXTENDED, PERMITTING EASIER INFILTRATION OF GOVERNMENT ELEMENTS REPORTEDLY AS FAR NORTH AS RUTARE.

16. NGOS ARE CALLING FOR GREATER UNOMUR/UNAMIR ASSISTANCE IN MONITORING SECURITY CONDITIONS THROUGH

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O 211319Z JUN 94
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REGULAR UPDATES TO BE POSTED AT THE UNOMUR BORDER CROSSING. UNAMIR OFFICIALS AT THE UN/NGO MEETING EXPRESSED DOUBTS THAT THEY COULD PROVIDE COMPREHENSIVE INFORMATION, BUT NGOS INSISTED THAT INFORMATION ON WHERE IT WAS NOT SAFE WOULD BE A SUFFICIENT GUIDE FOR THEM IN PLANNING THEIR WORK.

WHAT ARE THE FRENCH UP TO

17. DURING A SHORT QUESTION/ANSWER PERIOD FOLLOWING HIS STATEMENT TO THE UN/NGO COMMUNITY ON FRIDAY NIGHT, AMBASSADOR RAWSON RESPONDED TO NGO QUESTIONS ABOUT FRANCE'S INTENTIONS IN RWANDA. THE AMBASSADOR REPLIED THAT IT IS THE DESIRE OF ALL GOVERNMENTS TO SEE AN END TO THE KILLINGS IN RWANDA AND IN THAT CONTEXT THE FRENCH INITIATIVE IS TO BE COMMENDED. ONE NGO ANNOUNCED THAT A FRENCH NATIONAL HAD BEEN REFUSED PERMISSION TO ENTER RPF AREAS THAT DAY AND SUGGESTED THAT THE FRENCH DEPLOYMENT COULD JEOPARDIZE THE WORK OF FRENCH NATIONALS IN THE NORTH. NONE OF THE OTHER FRENCH NGOS REPRESENTED REPORTED HAVING ANY DIFFICULTIES IN LIGHT OF THE FRENCH ANNOUNCEMENT.

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DEMARCHE ON RPF

18. THE DELEGATION MET WITH RPF REPRESENTATIVES PATEAU BIZIMUNGU AND AUGUSTIN MUKAMA ON HUMANITARIAN ISSUES IN KAMPALA ON JUNE 20. RPF COMMISSIONER

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BIZIMUNGU AGREED TO REVIEW THE ESCORT GUIDE ISSUE, BUT NOTED THAT IT WAS RELATED TO THE SECURITY SITUATION WHICH WAS A CAUSE FOR CONCERN IN SOME AREAS. HE AGREED THAT TAKING IN THE HARVESTS

T WAS VITAL TO POPULATION SURVIVAL. IN THE OLD DEMILITARIZED ZONE, PEOPLE WERE RETURNING HOME. IN TERRITORY THE RPF HAD RECENTLY OCCUPIED, PEOPLE WOULD BE ALLOWED TO RETURN HOME AS SECURITY PERMITTED.

19. AMBASSADOR RAWSON URGED BIZIMUNGU TO ACCELERATE THE RETURN OF THE POPULATION TO THEIR HOMES. HE ALSO NOTED THAT IF THE RPF NEED TECHNICAL HELP IN ADMINISTERING PVO PROGRAMS, WE WOULD TRY TO FIND SUCH ASSISTANCE. RAWSON URGED BIZIMUNGU TO LET UNAMIR OBSERVERS PATROL RPF TERRITORY AS A MEANS OF RESTORING STABILITY AND SECURITY TO THE AREA. BIZIMUNGU SAID OBSERVERS WERE STILL IN THE MULINDI AREA AND HE WOULD SEE IF THEIR SCOPE COULD BE EXTENDED.

20. MUKAMA RESPONDED WITH SOME FERVOR TO THE DELEGATION'S CONCERN ABOUT RPF'S ARBITRARY ALLEGATIONS OF PVO RESPONSIBILITIES. HE NOTED THAT

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THE RPF IS INNUNDATED WITH PVO "TOURISTS" WHO COME, LOOK AT A SITE, MAKE PROMISES, THEN NEVER RETURN. HE ALSO TOOK OFF ON ICRC'S FAILURE TO ADEQUATELY FEED OR TREAT PERSONS IN THEIR ZONE IN CONTRAST TO WFP'S PERFORMANCE. WHEN MUKAMA CASTIGATED THESE "IRRESPONSIBLE PVO'S," AMBASSADOR RAWSON ANSWERED THAT THE ICRC WAS A MOST RESPONSIBLE, HIGHLY RESPECTED ORGANIZATION THAT HAD COURAGEOUSLY SAVED THOUSANDS OF RWANDAN LIVES. IF THE RPF HAD PROBLEMS WITH ICRC'S APPROACH, THEY SHOULD WORK THEM OUT DIRECTLY WITH THE DELEGATE.

21. BIZIMUNGU CONCLUDED THE DISCUSSION WITH A PASSIONATE CRITIQUE OF RADIO PROGRAMS ON RADIO MILLE COLLINES AND RADIO RWANDA WHICH INSPIRE HATRED AND MASSACRES, AND SPREAD LIES ABOUT DANGER IN THE RPF ZONE TO KEEP PEOPLE FROM SEEKING REFUGE THERE. WHAT WE NEED, HE SAID, ARE RADIO PROGRAMS WITH MESSAGES OF PACIFICATION AND RECONCILIATION RATHER THAN OF CONFLICT AND KILLING.

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FINAL THOUGHTS

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	P-01	SNP-00	SP-00	SR-00	SS-00	TRSE-00	T-00
	USIE-00	FMP-00	PMB-00	PRM-10	DRL-09	G-01	/050W

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UNCLAS SECTION 05 OF 05 KAMPALA 004902

STATE FOR AID, BHR/OFDA, BHR/FFP, AFR/EA
NAIROBI ALSO FOR REDSO/DART/RWANDA
GENEVA FOR RMA
LONDON FOR MCKINLEY

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E.O. 12356: N/A
TAGS: PREF, EAID, PREL, KA, RW, BU, XA,,
SUBJECT: RWANDA - USG DELEGATION HUMANITARIAN WRAP-UP

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Date Printed:

13-Jun-2003 DOC_NBR: 1994KAMPAL04902

CHANNEL: n/a
HANDLING: n/a

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22. A LARGE NGO COMMUNITY OPERATES IN BURUNDI FOR THE REFUGEES AND RETURNEES IN THE NORTH. AS YET, NGO ACTIVITIES IN SOUTHERN RWANDA ARE LIMITED BUT WILL EXPAND RAPIDLY ONCE ACCESS IS EASIER AND SAFER. IN THIS CONTEXT, COORDINATION OF ALL PROGRAMS BOTH IN RWANDA AND IN BURUNDI WILL BE IMPORTANT IN VIEW OF THE IMPACT ONE CAN HAVE ON THE OTHER. A MORE PROACTIVE ROLE OF THE UN IN THIS COORDINATION IS ESSENTIAL.

23. A LARGE AND SKILLED NGO COMMUNITY IS POSITIONED IN UGANDA TO PROVIDE EMERGENCY RELIEF TO THE RPF ZONES. RELIEF STRATEGIES ARE DIRECTED CLOSELY BY THE RPF WITH "SECURITY" GIVEN AS THE DRIVING FORCE BEHIND THE STRATEGIES. THE NGOs ARE FRUSTRATED BY WHAT THEY SEE AS OBFUSCATION BY THE RPF OF THEIR REAL INTENTIONS AND ARE INCREASINGLY CONCERNED BY THEIR POSSIBLE PARTICIPATION IN A REVOLUTIONARY STRATEGY THEY DO NOT APPROVE. BEYOND THE POLICY LEVEL, NGOs ARE WORRIED THAT RPF FOCUS ON POLITICS VERSUS SUSTAINABLE SETTLEMENT OF PEOPLE IS RESULTING IN AN INCREASING DEPENDENCY OF THE POPULATION ON RELIEF AID THAT HAS NO END IN SIGHT. EFFORTS MUST BEGIN TO REASON WITH THE RPF ON AGRICULTURE AND FOOD SECURITY,

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AS WELL AS SPECIAL ATTENTION TO THE PLIGHT OF CHILDREN IN THIS CRISIS. FINALLY, ACCESS TO ALL AFFECTED AREAS IS A PRE-CONDITION FOR NGO OPERATIONS IN RPF ZONES. SHOULD THIS CONTINUE TO BE A MAJOR LIMITING FACTOR, THE RPF MAY SEE A DECLINE IN NGO INTEREST IN WORKING IN THEIR AREAS. OVERARCHING ALL OF THESE POINTS IS THE EVIDENT NEED FOR DONORS TO TAKE UP THESE ISSUES WITH THE RPF AT ALL LEVELS TO CONTINUE TO SHOW OUR SUPPORT AND BACKING OF THE RELIEF COMMUNITY. SHIPPY

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